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ABSTRACT

This guide provides the information family literacy programs, practitioners, and friends need to understand the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) and its ramifications. It also addresses how to advocate on behalf of family literacy and to adapt programs to meet welfare reform requirements, while providing comprehensive family literacy services. Part I is an introduction. Part II discusses the features of the national welfare reform law that have the most immediate impact on family literacy, lists suggestions to help family literacy programs be successful in the welfare-to-work environment in four main categories (instructional content, program design, partnerships, and advocacy), and lists steps a family literacy program can take to respond to welfare reform. Part III contains highlights of some experimental designs of programs and initiatives, including the following: South Carolina Head Start Family "Independence" Literacy Collaboration Project; National Center for Family Literacy (NCFL) Family Independence Initiative; Literacy Volunteers of America--Chippewa Valley, Eau Claire, Wisconsin; Jefferson County Public Schools, Louisville, Kentucky; Canton City Schools Even Start, Canton, Ohio; Rochester City School District, Rochester, New York; and Atlanta Family Learning Program, Atlanta, Georgia. Part IV provides a summary of the provisions of the welfare reform act and a summary of tribal provisions. Part V contains descriptions of 12 welfare reform resource organizations. (YLB)

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ED 419 089

# Family Literacy Guide to Welfare Reform

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Family Independence Initiative Publication #3

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National Center for Family Literacy

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*"We're going to make it all new again and see if we can't create a system of incentives which reinforce work and family independence."*

— President Bill Clinton, August 22, 1996

# Welfare Bill — A Quick Summary

**Title:** The Personal Responsibility and Work Opportunity Reconciliation Act of 1996

**Goals:**
- Move people quickly from welfare to work.
- Increase welfare recipients' self-reliance.
- Encourage the formation of two-parent families.
- Reduce out-of-wedlock pregnancies.

**The Law**: **Abolished** the individual federal entitlement to Aid to Families with Dependent Children (AFDC), JOBS, and Emergency Assistance and replaced them with the Temporary Assistance for Needy Families (TANF) block grant to states. All states were required to implement TANF by July 1, 1997.

**Requires** a rising number of families to work each year. In 1997, at least 25 percent of adults in one-parent families must work at least 20 hours a week. By 2002, half must work at least 30 hours a week. For two-parent families, 75 percent must have a working adult in 1997, rising to 90 percent in 1999.

States can exempt a single parent with a child under age 1. Assistance continues for a single parent who cannot obtain child care for a child under age 6.

**Limits** lifetime welfare benefits to five years, but 20 percent of adult recipients can be exempted as hardship cases.

**Allows** states to set more rigid limits. For example, states may deny aid for additional children born to a family on welfare (family cap). States may choose to deny benefits to teen parents. States may end all aid to families that do not comply with TANF requirements.

**Penalizes** states for not meeting work participation goals.

**Penalizes** recipients who do not assist in establishing paternity of illegitimate children and helping the state obtain child support. The family must let the state try to collect child support.

**Denies** welfare benefits and food stamps to anyone convicted of felony drug charges if the conduct occurred after August 22, 1996. Pregnant women and family members still could receive benefits. States may modify or opt out of this provision.

**Requires** teen mothers to live with a parent or in an adult-supervised setting and take part in educational activities.

**Gives** states a bonus for reducing out-of-wedlock pregnancies without an increase in abortions. Emphasis is placed on teenage pregnancies.

**Tightens** eligibility requirements for children who receive Supplemental Security Income because of disabilities. The Congressional Budget Office estimates that 22 percent of those eligible at the time of enactment will lose their benefits.

**Bars** adults from being considered disabled because of substance abuse and thus bars them from receiving Supplemental Security Income (SSI).

**Restricts** federal benefits for most non-citizens who enter the United States after August 22, 1996. Refugees and asylees are eligible for SSI and Medicaid for seven years after entering the country.

**Caps** federal funding to states at historical levels, in contrast to the open-ended funding commitment of AFDC.

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# Part I
# Introduction

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) was signed into law on August 22, 1996, effectively "ending welfare as we know it." In the same breath, PRWORA also significantly altered the environment for family literacy programs in the nation "as we know it."

Historically, between 80% and 85% of the families who attended family literacy programs, before 1997, received public assistance.[1] However, PRWORA, often referred to as "welfare reform," limits the amount of time an adult can spend in educational programs, despite a well-documented need for such services: "Two-thirds of those on AFDC who enrolled in federal job training programs need substantial 'skill upgrades' before being qualified for any job," according to the Manpower Demonstration Research Corporation's (MDRC) Karin Martinson and Daniel Friedlander's report, *Gain: Basic Education in a Welfare-to-Work Program*. The National Institute for Literacy has also reported that "about 20% of America's workers have low basic skills, and 75% of unemployed adults have reading or writing difficulties."[2]

When implemented fully and well, family literacy is an ideal platform for welfare-to-work initiatives. Family literacy takes a comprehensive approach to family education, integrating early childhood education, adult literacy or job skills training, and parenting into one program. Families who attend go through deep and lasting changes. They make more money; work more; have increased skills — job, educational, and social; need fewer services for their children; and lead healthier lives.

Study after study has shown the inextricable link between chronic welfare dependency and intergenerational undereducation. The most basic measures indicate that welfare recipients need to improve their literacy skills in order to succeed in the workplace. For instance, almost 50% of adult recipients do not have a high school diploma or GED; welfare recipients between the ages of 17 and 21 read, on average, at the sixth grade level.[3] Other research has shown that two-thirds of welfare recipients have extremely low or very low basic skills.[4]

Educational achievement is directly linked to welfare dependency and income. People with strong basic education and literacy skills work more than people with low skills. Adult welfare recipients with low literacy skills work 11 weeks per year, on average, compared to 29 weeks for recipients with strong literacy skills. Workers who lack a high school diploma earn a mean monthly income of $452, compared to $1,829 for those with a bachelor's degree.[5]

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1. National Center for Family Literacy, *The Power of Family Literacy*. (NCFL, Louisville, KY: 1996).
2. National Institute for Literacy, "Fact Sheet: Workforce Literacy." (NIFL, Washington, DC).
3. Barton, Paul E. and Lynn Jenkins, *Literacy and Dependency: The Literacy Skills of Welfare Recipients in the United States*. (Educational Testing Service, Princeton, NJ: 1995).
4. Olson, Krista and LaDonna Pavetti, *Personal and Family Challenges to the Successful Transition from Welfare to Work*. (The Urban Institute, Washington, DC: 1996).
5. Barton.

NCFL has strong, long-term evidence that family literacy not only helps families overcome educational obstacles, but also moves them from welfare dependence to self-sufficiency. At the same time it strengthens the family. In family literacy programs, adult recipients with young children become job ready in a supportive environment with their children nearby.

Immediate outcomes of family literacy programs include:[6]

- Adults make important and statistically significant gains in language and math.
- Adults make significant improvements in their self-confidence, parenting effectiveness, and internal locus of control (preliminary).
- The amount of literacy activity in the home increases.
- Children make developmental gains three times greater than expected as a result of normal maturation, and the gains are as high as those in high-quality, child-focused programs.
- Children are ready to enter kindergarten (as judged by their teachers).

NCFL's long-term research shows lasting impact, including improvement of self-confidence, self-reliance, and family relationships:[7]

- Three times as many adults obtained and kept employment as were employed when they enrolled in the program.
- Dependence on public assistance was reduced by approximately 50%.
- 80% of children who attended family literacy programs in their preschool years were rated at or above grade level in elementary schools.
- 86% of the children were rated by their elementary school teachers as average or above on support from their families and on their probability of success in school.
- A follow-up study in Rochester, New York, showed that while 11% scored above the 20th percentile on a nationally-normed vocabulary test upon entering the family literacy program, 87% scored above the 20th percentile on a standardized reading test four years later as first and second graders.

Unless family literacy programs become informed of the changes with welfare reform, tell their legislators of family literacy's potential to work within welfare reform, and adapt accordingly, many families who need family literacy services will be unable to access them.

This guide serves as a resource for family literacy programs, practitioners, and friends. It provides the information they need to understand the law and its ramifications, to advocate on behalf of family literacy, and to adapt programs to meet welfare reform requirements, while at the same time continuing to provide comprehensive family literacy services.

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6. National Center for Family Literacy, "Facts and Figures." (NCFL, Louisville, KY: 1997).
7. Ibid.

# Part II

# Family Literacy and Welfare Reform

## Welfare Reform's Implications for Family Literacy

The national welfare reform law is a comprehensive piece of legislation with far-reaching implications in a number of programs, including AFDC, Food Stamps, SSI for children, child care, Child Support Enforcement, benefits for legal immigrants, and the Social Services Block Grant. The features which have the most immediate impact on family literacy are:

- **Block grants.** AFDC (cash assistance), JOBS (education and training), and Emergency Assistance have been eliminated and rolled into one block grant to states (called Temporary Assistance to Needy Families, or TANF). States now have great flexibility in designing what was formerly a federal entitlement program into a state employment program. Some states are passing this flexibility and decision-making power on to the local level. Funding for TANF is capped at approximately the 1994 levels for AFDC, Emergency Assistance, and JOBS.

  **Primary implications for family literacy:** Funds from the JOBS program may be moved out of the adult education system. Decision making is much more diffuse with the disadvantage that it is sometimes difficult to locate the decision makers, but with the advantage that local advocates now can have greater influence over plans. Frozen funding means that the greatest opportunity for creative initiatives is now, while caseloads are declining and the economy is strong.

- **Time limits.** Families have a 60-month lifetime limit on the length of time they are eligible to receive assistance (the time does not have to be consecutive). Adults have two years before they have to be working or in work activities, as defined by the state. States may exempt up to 20% of the caseload from this time limit. They also have the option to set shorter time limits, which many are taking.

  **Primary implications for family literacy:** Programs must become more efficient in preparing students for the workplace. Work experiences may need to be integrated into the learning program to enable students to make the transition to work sooner. Programs also should consider adapting their schedules to allow students to work and learn simultaneously. Remember that family literacy can be used as a "post-employment" service as well as a pre-employment service.

- **Work requirements.** A rising percentage of families must be in work activities each year. Activities that "count" as work are strictly defined by the law as:

  - subsidized or unsubsidized employment,
  - on-the-job training,
  - work experience,
  - community service,
  - 12 months of vocational training,
  - 6 weeks of job search (12 weeks of job search may count toward participation rates during the period in which the state meets the contingency fund definition of a "needy state." See page 22 "Supplemental Funds" for definition of a "needy state."),

- providing child care to other welfare recipients, and
- high school or GED preparation for teen parents only.

Stand-alone adult basic education and literacy services do not count as a work activity. Depending on the state, families may face the loss of all aid if they cannot comply with work requirements.

**Primary implications for family literacy:** Basic skills programs need to be work-focused and integrated with vocational training and/or work. (States have flexibility in defining what constitutes "vocational training.") Students will be on a "fast track," indicating the need for early, intensive pre-employability training and paid or volunteer work experiences. Programs may need to be structured around work hours, and child care increased to encompass those work hours. Services may need to be offered full-day, full-year.

- **U.S. Department of Labor Welfare-to-Work Grants.** The Balanced Budget Act of 1997 created a new $3 billion fund for welfare-to-work grants, with $1.5 billion available in fiscal years 1998 and 1999. The funds can be used up to three years for activities such as community service and work experience programs; job creation through wage subsidies; on-the-job training; and contracts or vouchers for job readiness services, job placement services, child care, and other post-employment services, which may include basic educational skills training and occupational skills training. The grant funds must be spent on individuals who are long-term welfare recipients and who face significant barriers to employment. Individuals who receive services must meet two of the following criteria: have not graduated from high school; require substance abuse treatment; have a poor work history. A recipient also must have received assistance under TANF/AFDC for at least 30 months or be within 12 months of reaching the state's time limit for benefits.

  Most of the money (75%) will be distributed as formula grants to the states, with the state keeping 15% to fund welfare-to-work projects of its choice and passing 85% on to Private Industry Councils (PICs). The state is required to match the federal investment of the formula grants with $1 in state funds for every $2 in federal funds it receives. Twenty-five percent, however, will be distributed on a competitive basis to local governments, PICs, and private entities (such as community development corporations, community- based organizations, and community action agencies) who apply in conjunction with a PIC or local government. Most of the competitive grant awards will be for $1 to $5 million and serving at least 100 people.

  **Primary implications for family literacy:** Family literacy programs should contact the PIC in their area to find out if it is possible to partner with a PIC or local government. Programs also should find out what their state plans to do with the 15% it keeps from the formula grant. For more information contact the U.S. Department of Labor Employment and Training Administration at (202) 219-6050 or visit its web site (wtw.doleta.gov).

## How Family Literacy Programs Can Respond to Welfare Reform

The above implications represented by welfare reform fall into four main categories for family literacy programs. The following suggestions can help family literacy programs be successful in the welfare-to-work environment:

**Instructional content**. The needs of welfare recipients will be much more focused on acquiring the skills to obtain and hold a job than on other aspects of education. One method found to be successful in

workplace education is to teach the basic skills in the context of work. A skilled family literacy teacher will also incorporate family and community contexts, knowing that workplace performance is directly affected by family issues and concerns, as well as community interaction. As an employee, the new worker will be required to work with a team, just as she has had to interact within her family and in the neighborhood. Teach parents how groups work together in the workplace and show them how these skills transfer to other contexts. The primary adult life roles can be addressed by targeting instruction on the core skills of good communication, decision-making, and interpersonal responsibilities.

Reinforce core skills by integrating them into all components of family literacy programs. For example, operate the Parent Group sessions as problem-solving teams, where adults learn and practice the skills of communication, negotiation, and compromise. Empower parents to select speakers who will mentor, guide, and support the students as they progress from novice trainees for the workplace into maturing job seekers. Discussions about separation anxiety, emotional regression, new friends, and new experiences will help both parents and children adjust to the next stage in their lives.

Adult education lessons will continue to concentrate on reading and writing, speaking and listening; however, the tools for teaching will be acquired from real life and include workplace artifacts and situations. Include opportunities for observation, job shadowing, and interviewing to enhance the work/study connection. Computer training will prepare participants for a variety of jobs. With the collaboration of local employers, provide opportunities for real life work experience as preparation for entering the workforce. (see JCPS example on p.16)

In the Early Childhood classroom, make additions to reflect the parents' move into a new life perspective: more books about vocations, more toys that reflect occupations, more prop boxes that contain workplace items and clothing. As parents and children interact during their special family time together, they can play and talk about these additions to the classroom and what they mean.

The focus on moving from welfare to work does not mean leaving behind the tenets of a strong family literacy program; it means helping families adjust quickly and smoothly to the adventures involved with change.

**Program Design.**

- Welfare reform is an opportunity to re-examine your program design and goals and become more effective in helping families achieve self-sufficiency. Be clear about who your program serves (ESL or low-literacy students, families that face imminent work requirements, teens who are allowed to attend GED classes or high school) and identify their needs. You may want to focus on those with the lowest literacy levels because they may be exempted from work requirements, or specifically target welfare recipients facing time limitations. But don't just fall into not serving welfare recipients because they don't have time to attend. Make a choice about what services you can provide to whom. Also, expect realistic outcomes, and collect the data needed to show whether those outcomes were achieved. Dare to be creative!
- Reconsider service hours. Program hours may need to be flexible, with students attending different components based on their individual needs. Shift to late afternoon/evening program hours with activities offered around dinner instead of lunch in order to accommodate working families. Integrate more home visits to extend classroom time, and include PACT take-home activities. It is essential to respond to the full-day needs of families by working with other providers in the community. Help staff understand and prepare for changes, including how to program education services in a longer day.

- Plan to integrate job shadowing, volunteer time, apprenticeships and other work experience into your educational program. Provide follow-up support once the student obtains a job, and ongoing opportunities for training and parenting education. Increasingly over the next few years, families will need simultaneous work and training opportunities. Use volunteer or workplace mentors to enhance the transition to work.

**Partnerships.** Collaboration between various programs and funding sources is at the heart of family literacy. Now, new community partnerships will need to be forged. Creative partnerships (with employers, family support organizations, and vocational training) can enhance the quality of services to families and ensure comprehensive services, particularly health linkages, child care, and shared training opportunities.

- Reach out to business and other employers for work opportunities, mentoring, and training. Ask businesses to help you design your curriculum to meet their needs. Look particularly to those providing non-traditional jobs and training for women which offer the higher wages needed to support a family. Conduct a "quick and dirty" local economic scan. What is the outlook for employment in your area? Which industries are hiring? Are employers in need of trained, entry-level workers? Your local Chamber of Commerce or economic development offices should have information to help guide your plans.
- Family support services, like child care, substance abuse counseling, and transportation can offer critical help for families seeking self-reliance.
- The local welfare/employment office is key for recruitment and eligibility for your program. Hold a meeting with them to talk about how you can work together. Offer to house welfare program components such as job clubs or work experience programs (WEPs). Ask for a case worker to be assigned specifically to your program. Keep in mind that they are under great pressure to redesign a system to be an employment program that formerly focused on determining eligibility and cutting checks. Staff must now be case managers and will be looking to others for help in achieving employment goals. Other possibilities you can offer: 1) a training site; 2) a provider of child care; 3) a community service site; 4) parent education program as a part of job training or job readiness; 5) case management for the recipient's employability plan. Ask them for 1) referrals and 2) to be listed as an approved training or work activity wherever possible. (States have little flexibility to define work activities in order to be counted in the state's participation rate, but they have great flexibility to define "work" in order for the recipient to be eligible for aid.)
- Community colleges, vocational schools, and temporary agencies may provide stepping stones to permanent employment, either through career-specific training or experience. Private Industry Councils and Workforce Development Boards also offer job placement, training services, and other connections to employers. Explore opportunities to build a career ladder for your parents.
- Combine sources from Title I, Head Start, preschool and child care dollars, School-to-Career, Adult Basic Education, community colleges, and Housing and Urban Development into an integrated system that provides both work experience/job skills and the education and technical skills that adults need to become and remain self-sufficient. In this way, you leverage welfare dollars to provide additional outcomes and benefits for families and communities.

**Advocacy.** Become informed of the federal and state welfare provisions and the implementation plans in your state and locality. Find out which agency and which people are developing your state's plan. Participate in the public hearing process and other state and local decision making. Share your expertise about low-income families with decision makers. You know your families' needs as well as anyone. Your voice matters, particularly during this time when decision-makers are willing to experiment to find out what works. Talk to policy makers about the opportunities family literacy programs can provide for welfare families. Also remember, there is no better advocate to promote family literacy than the students themselves. Invite legislators and policy makers to visit your sites and let them see and hear the success stories straight from the students.

While each state has already submitted a state welfare plan, they can change each legislative session. Legislators will no doubt make adjustments as they discover what works and what doesn't. Also remember that in many states, the legislature has designated a state agency to set key welfare policies. In these situations, changes could occur at anytime and some of the suggested items below may not require legislative action. NCFL suggests the following platform items to propose if they have not already been addressed:

- Use welfare dollars to help fund a family literacy pilot as one strategy for welfare reform. This could include provisions for three to six pilot sites to integrate job preparation, work, continuing family education, and family support.
- Include family literacy in the state's definition of work activities. While the federal legislation has strictly defined what constitutes work in order to count toward the state's mandated participation rate, states have broad flexibility in defining work activities to determine an individual recipient's eligibility. Emphasize that basic skills would be taught in job contexts, that volunteering and job preparation are components, and that work experience can be integrated. At a minimum, ask states to allow attendance at family literacy programs in conjunction with 20 hours of work or work experience.
- Designate family literacy programs as allowable sites for child care vouchers.
- Define vocational education very broadly to include family literacy programs that teach basic skills in the context of the workplace. In this way, family literacy students can be considered engaged in work for up to 12 months.
- Define community service to include time spent volunteering at the family literacy program or in the schools.

Advocacy can make a difference, but remember that while you are informing policy makers, also inform your staff and families. Make sure families understand how the new law affects their lives, especially regarding time limits. You cannot allow your students to think that these time limits are not real and that when their time is up, that something will be done to help.

# Steps Every Family Literacy Program Can Take To Respond to Welfare Reform (In a Nutshell)

Regardless of the particular requirements of each state's reform, it is clear that family literacy programs must take into account the implications of the new law or they will get left out. The following steps are a place to start:

**Instructional Content**

- Teach basic skills in the context of work.
- Teach parents how groups work together in the workplace and show them how these skills transfer to other contexts.
- Include opportunities for job shadowing and interviewing to enhance the work/study connection.
- In the early childhood classroom, make additions to reflect the parents' move into a new life perspective: more books about vocations, more toys that reflect occupations, more prop boxes that contain workplace items and clothing.

**Program Design**

- Re-examine program design and goals. Be clear about what services you will provide and to whom.
- Reconsider service hours by developing a plan that meets the full day needs of families.
- Integrate more home visits and extend classroom time; include PACT take home activities.
- Helf staff understand and prepare for changes.

**Partnerships**

- Reach out to new community partners. New creative partnerships (with employers, family support organizations, and vocational training) can enhance the quality of services to families and ensure comprehensive services, particularly health linkages, child care and shared training opportunities.
- Hold a meeting with your local welfare/employment office to talk about how you can work together.
- Conduct a "quick and dirty" local economic scan. What is the outlook for employment in your area? Which industries are hiring? Are employers in need of trained, entry-level workers?

**Advocacy**

- Become informed of the federal and state welfare provisions and the implementation plans in your state and locality.
- Talk to policy makers about the opportunities family literacy programs can provide for welfare families. Also remember, there is no better advocate to promote family literacy than the students themselves. Invite legislators and policy makers to visit your sites and let them see and hear the success stories straight from the students.

# Part III
# Experimental Designs of "Welfare-to-Work" Family Literacy Programs

## Experimental Designs of "Welfare-to-Work" Family Literacy Programs

Since passage of welfare reform, numerous experimental designs for welfare-to-work family literacy programs have emerged around the nation. They combine the four components of family literacy with extended child care and job training, job preparation, and work experience. Often, the family literacy program becomes the "case manager" agency assisting the family on its path to self-sufficiency. Highlights of some programs and initiatives follow. Included is a state model, a national pilot project, and several local designs.

**The South Carolina Head Start Family "Independence" Literacy Collaboration Project**

The National Center for Family Literacy (NCFL) is working with South Carolina to develop and explore the role of family literacy in welfare reform, specifically with Head Start programs. In recent years, South Carolina has promoted the development of family literacy programs with up to $15,000 in funding for each of 10 rural projects. These sites built on previous work of the state's 15 Head Start programs in family literacy. In 1996, South Carolina state and local agencies developed a two-pronged collaboration. On one level, the state team, including representatives from the Department of Education (adult education), the state Head Start Collaboration project, and the Department of Social Services, works on issues of program design, combining funding,and issuing requests for proposals. Local programs employ family literacy as a strategy to help Head Start families who received public assistance. The state team, in consultation with NCFL, identifies objectives for the rural projects. These are:

- implementing a comprehensive, integrated, four-component family literacy program,
- closely integrating adult education into the family literacy program,
- having a strong focus on welfare to work preparation for adults,
- supporting adult participants as they are placed in jobs,
- having each project site create specific objectives and outcomes, and
- having projects seek and access available community and school resources, such as Title I and Department of Social Services, as well as non-public funding from corporations and foundations.

The local team is made up of local counterparts to the state team. The team participates in joint training for program implementation, secures commitment of local resources, plans and coordinates adult education, early childhood, welfare and job placement services, and monitors progress and results.

Over the past 18 months, collaboration members have learned many lessons, among them:

- A focus on work-related issues adds a new dimension to the traditional four-component family literacy program. Time and resources must be devoted to making adaptations.
- Programs need connections to the business community and a labor market analysis in order to guide job awareness, readiness and eventually job placement. Some programs formed employer advisory groups that provide direct links to specific jobs and opportunities and matches student interest/ability to work-related experiences.
- Close collaboration amont local partner agency heads is critical to the project's success.
- Ongoing staff development and support from NCFL and local sources have been key to the continuous improvement of the program staff.
- Ongoing program evaluation has provided analysis and direction for program improvement.
- Program services must be restructured to comply with welfare reform requirements in order to recruit families to programs and ensure their continued participation.

Transforming a family literacy program into a model that addresses the myriad needs of adults moving from welfare to work is a complex process. The adaptation of the adult education component has been the greatest challenge and sites with staff who have a clear understanding of the needs of the workplace have had the greatest success. The adult education component must address basic skill development by using a work context. Staff who can use their community's labor market analysis and connections to business to restructure their curriculum, often have students who get jobs and can maintain those jobs.

**NCFL Family Independence Initiative**

In December, 1993, the John S. and James L. Knight Foundation awarded a $697,250 grant to NCFL to establish the Knight Family Education Program in Akron, Ohio, and Fort Wayne, Indiana. This was the beginning of a relationship between the two that expanded into the area of welfare reform in 1996 when the Knight Foundation provided $124,315 for NCFL to study how welfare reform would affect family literacy. This planning grant allowed NCFL to analyze information it gathered about the impact of welfare reform, and to begin to develop support mechanisms to assist the field.

With an additional grant of $2.25 million from the Knight Foundation, NCFL established the Family Independence Initiative in 1997. The primary focus of the initiative is to develop enhanced family literacy program models that work within welfare reform and to continue to provide comprehensive family literacy services to participants, while, at the same time, providing a more focused transition from welfare to work. During the first year, NCFL has worked with five "incubator" cities: Fort Wayne, Indiana; Rochester, New York; Canton, Ohio; McCormick, South Carolina; and Eau Claire, Wisconsin. These cities are testing and analyzing strategies that enable families to meet state welfare mandates and obtain employment. Their goals include establishing new partnerships with vocational programs and employers, improving work-focused family literacy curriculum, and designing a program schedule that meets the employment needs of welfare families. At the same time, NCFL staff is preparing a design framework, evaluation requirements and other measurements for Phase II of the project.

Phase II will begin with the distribution of grants to 10 to 15 pilot sites in the summer of 1998. Phase II sites will build upon the lessons learned from the development phase in order to tailor programs to meet

the requirement of welfare reform. Between 1998 and 2000, NCFL will refine a model, or set of models, based on the experience of these programs.

The initiative also seeks to inform welfare policy makers so that their decisions will strengthen, rather than fragment, families. NCFL will publish a series of briefs and papers, of which this guide is one.

**LVA-Chippewa Valley, Eau Claire,Wisconsin**

The family literacy program in Eau Claire, Wisconsin, operates under the umbrella of Literacy Volunteers of America (LVA), a national organization dedicated to helping adults enhance their lives through literacy. What began as an intergenerational story hour now includes adult basic education instruction, certified preschools, licensed child care, transportation, and social services. Funding for LVA-Chippewa Valley comprehensive family literacy program is generated from many sources, including United Way, private donations, Even Start, the Knight Foundation and various other local, state, and national grants. Although preparation for employment has always been a goal of LVA-Chippewa Valley, welfare reform in Wisconsin accelerated this effort, resulting with the integration of a work experience component into the family education curriculum in 1995. This pilot program placed students in nonprofit agencies two days a week. They spent the other three days in class preparing for the GED, acquiring employability skills, and polishing up other competencies they needed for work, such as computer literacy. Preschool children attended class nearby. Younger children were in child care programs at the YMCA. Parents also participated in parenting instruction and regular parent-child interaction activities.

Wisconsin's experiment in welfare reform, Wisconsin Works (known as W2) was enacted on September 1, 1997. This legislation is a daring and complicated restructuring of public assistance where few are exempt from the "work not welfare" philosophy. As a result, the balance in programming has changed, since most students no longer can substitute education for work hours. Family education adapted to a required work week ranging from 15 to 30 hours, depending on the readiness of the participant. For example, some English speakers of other languages (ESOL) may get work credit for some class hours, while others with more advanced skills are expected to work full time. LVA-Chippewa Valley maintains two family literacy sites. One site serves Southeast Asian parents with little education (mostly Hmong refugees). To assist the ESOL population, preschool and child care hours are extended until 4 pm, so parents can go directly to their various work sites from the morning class. Parents who work longer shifts must find someone else to pick up the children. Many also have weekend jobs. Most of the Hmong work in one of three light manufacturing factories, so the YMCA van transports those without cars to and from work. The second site is geared to English-speaking adults and higher level ESOL students who want to upgrade their skills. Adult classes are offered four mornings a week, from 9 am to noon. Child care and other preschool programs are provided in collaboration with the Eau Claire Area School District.

For the families in the full-time workforce, LVA-Chippewa Valley offers additional family literacy services, as listed below, to extend learning so that job retention and self-sufficiency is enhanced. LVA-Chippewa Valley staff have found that those who previously attended the morning program are returning to continue to improve their skills. In the welfare-to-work arena, these often are referred to as post-employment services.

- Family Night at the YMCA (once a week, this event offers 2-3 hours of adult education and a program for children, with occasional parent/child activities.)
- one-to-one tutoring — with variable times and sites
- computer classes in the evening at the literacy office

- Workplace Book Fair at the workplace (Staff take free books to sites where several former students work. They meet during their lunch or coffee breaks, and briefly discuss the themes of the books. Parents then choose books to take home to share with their children. This service allows staff to "stay in touch" with former students and recruit them for continuing opportunities at the literacy center.)

## Sample Daily Schedule of a Family in the LVA -Chippewa Valley Family Literacy Program

## (YMCA site for refugee families)

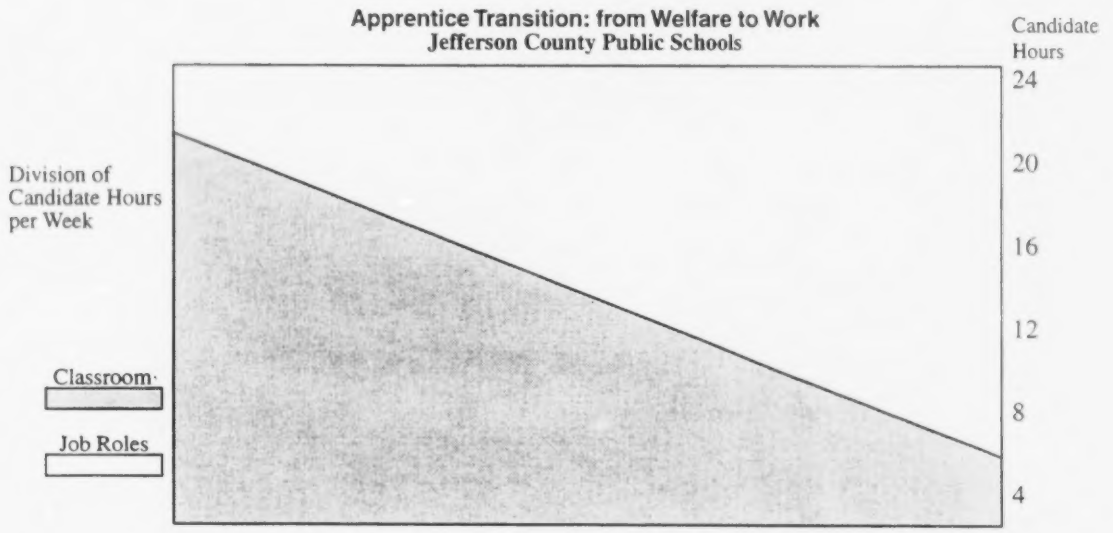
| | |
|---|---|
| **8:30 am** | Ride school bus to family education site |
| **9:00 - Noon** | Preschooler attends class<br>Toddler in child care<br>Adult in adult education classes |
| **Noon - 12:30 pm** | Lunch<br>YMCA van takes adult to work site<br>Van picks up any children in half-day programs elsewhere and brings to preschool site |
| **12:30 - 3:30 pm** | Adult works<br>Children stay in preschool and child care |
| **3:30 - 4:00 pm** | Van picks up adult at work site<br>Van returns to YMCA to get children<br>Van takes family home |
| **6:00 - 8:00 pm** | Options available:<br>One-to-one tutoring for adults<br>Computer lab at literacy office<br>Citizenship classes<br>Family night |

**Jefferson Co. Public Schools, Louisville, Kentucky**

In Louisville, Kentucky, the Family Education Program has designed an "Apprentice Transition: From Welfare to Work" approach to family literacy. Its parent organization, the Jefferson County Public Schools (JCPS), offers parents increasing levels of job shadowing and work experience in the school districts' job categories. Examples of job types include bus monitor, maintenance worker and driver, custodian, teacher's aide, food service worker, and office assistant. Parents who are TANF recipients participate in all components of the Family Education program, including PACT and Parent Time, with an increasing amount of time focused on job preparation in the Apprentice Transition project. Family Education staff assist apprentices in devising their individual transition plans, based on career choices and TANF requirements. As apprentices reach specified benchmarks of pre-employment skills, they incorporate more job preparation activities into their weekly program activities.

Participants begin with the role of job researcher, then qualify for job roles with increasing responsibilities. For instance, after they complete the requirements of job researcher, they will qualify for the successive roles of job observer/reporter and apprentice/assistant, to finally become a qualified applicant for full-time employment. Classroom instruction builds on their work experiences. During classroom time, candidates may report vocational experiences in discussion groups, record experiences in job-role journals, and read related professional literature, including employee handbooks, trade publications, newsletters, and inter-office communications. By the end of six to 12 months (depending on their literacy levels) participants will have shifted to 20 hours of work experience with the remaining hours spent in family literacy. Their children will attend the Family Education program during all activities.

JCPS expects to hire apprentices upon completion of their apprenticeships. JCPS also is taking other steps to cope with welfare reform, including training staff on the basics of federally mandated welfare reform, increasing early childhood programs, offering district facilities for others to have child care at non-traditional hours, and offering empty slots in technical programs at magnet career academies to welfare recipients.



# Sample Schedule for JCPS Family Education Work Experience Candidate

**Monday - Thursday**

| | |
|---|---|
| 9:30 - 11:00 | Work Skills: Comprehension/application of materials (employee handbooks, job safety codes), computers, communication skills |
| 11:00 - 12:00 | Job Activity: Assist in child's preschool classroom |
| 12:00 - 12:30 | Lunch |
| 12:30 - 2:30 | Job Activity: Assist in school classrooms, aide in library, office or Family Resource Center, cafeteria assistant, assist plant operator |
| 2:30 - 3:30 | Job Skills/Job Readiness |

**Friday**

| | |
|---|---|
| 8:30-3:30 | Job Activity: Assist in school classrooms, aide in library, office or Family Resource Center, cafeteria assistant, assist plant operator |

Job Skills/Job Readiness topics will assist candidates with beginning job skills. Topics will include:

- Debrief the day's work activity
- Dressing for Success
- Conflict Resolution
- Time Management
- Problem Solving
- Plan Tomorrow's Work Activity

As candidates are moving into employment, topics will include:

- Resume Writing
- Interview Skills
- Computer Skills
- Job Search

Candidates complete the transition process by applying and being accepted into suitable employment. The Family Education Work Experience Program continues to offer resources for parents and their children, and families move toward self-sufficiency.

**Canton City Schools Even Start, Canton, Ohio**

The goal of Canton City Schools' Even Start program is to break the intergenerational cycles of poverty and undereducation through an integrated approach focusing on:

- improving basic literacy, numeracy and employability skills of parents,
- promoting children's developmental growth through early childhood education, and
- empowering parents to promote their child(ren)'s cognitive, social/emotional, language and physical development

Families in Canton's Even Start come to school together at their neighborhood elementary school. The adults attend 30 hours a week in their own classroom within the elementary building. Most families in this urban program walk, but parents are permitted to ride school buses or receive passes for the city bus service when necessary. Public preschool for 3 and 4 year olds is also located within the elementary buildings. Neighborhood child care centers transport children under age 3 to and from the elementary schools and provide developmentally appropriate programming for these children. Head Start transports children attending half-day programs from the elementary school to child care centers for wrap-around care.

In response to welfare reform, Canton's Even Start is focusing on work-based education. In Ohio, welfare recipients must participate 30 hours weekly. The first 20 hours must be work or job readiness activities. The remaining 10 hours may be additional work or adult education. The program combines work and education into a 30-hour work-based learning site at the elementary school. Parents participate in real work experiences in and around the elementary community. During work experiences, emphasis is on SCANS skills development. Academic skills are taught in context, as they are needed for the students to fulfill their roles as family member, worker, and community member (as identified by the National Institute for Literacy in its Equipped for the Future project). As parents acquire new skills in one role they learn to apply them in other roles. For example, parents improve communication skills within their family and transfer these new skills to the workplace. Because the primary work sites are their children's schools, parenting and Parent and Child Together (PACT) time are easily integrated into work experiences.

Because most parents will need to be employed before they can earn their GEDs, each develops an Individual Career Plan which identifies a realistic initial job, future career goals, and a plan for reaching their goals. The process begins with a 10-hour career assessment performed by Canton City Schools Adult Vocational Education Department and funded by the Department of Human Services. The work-based learning activities and career exploration activities include mentoring, job shadowing, and development of a career passport. These help students prepare to acquire and maintain initial employment.

Major funding sources '97-'98 are an Even Start grant, ABLE (Ohio adult education) funds, ODE/ODHS state pass-through dollars, a 353 special demonstration grant from Ohio ABLE focusing on workforce development and funds from the John S. and James L. Knight Foundation.

**Rochester City School District, Rochester, New York**

The Rochester City School District operates six family literacy programs. Three are held at Family Learning Centers and provide occupational training, computer technology, job readiness training, opportunities for work experience (WEP), and child care and education (infants and toddlers are also served at one center). Three more were established at elementary schools through the Toyota Families for Learning program. Adult education, early childhood education, and parent and PACT time are integral at each site.

In 1997, in response to the most recent welfare to work reforms, the family literacy programs have drawn upon a number of resources within the Rochester City Schools Workforce Preparation division. These include vocational courses and a strong school-to-work program that has developed a business-education alliance, a certificate of employability and numerous work-based learning opportunities. The plan includes these resources almost as "cafeteria-style" choices for family literacy students. In other words, Rochester employs a case management approach, whereby family literacy students receive welfare-to-work services customized to their specific interests. These services may include short-term training courses, WEP assignments, internships, and job placement assistance.

The core program schedule remains unchanged: 9 am to 3 pm four days a week, with children in the early childhood room and adults attending adult education, parent time and PACT time daily. Many of the new job readiness opportunities are offered after the regular class hours (e.g. from 3 to 5 pm, with child care provided).

Staff work closely with the Department of Social Services to ensure that clients fulfill state requirements and move on a clear path to employment within six to 12 months.

**Atlanta Family Learning Program, Atlanta, Georgia**

The Atlanta Family Learning Program realized that it would have to make changes as a result of welfare reform. During the decision-making process, two thoughts were paramount: (1) meet students' needs, and (2) preserve the integrity of family literacy. Program staff decided that parents would be involved in work experience for 25 hours per week and in academic training for 10 hours per week.

The work experience component of the program provides a safe learning environment for parents. They can choose to be either early childhood or adult education assistants, office assistants, or student recruitment assistants. In each of these areas they gain valuable hands-on experience. In addition, parents learn time management, basic office etiquette, conflict resolution, proper work attire, job search skills, budgeting, and basic computer skills, all of which are transferable to other occupations.

During the academic time, parents work on basic skills or GED preparation. Instruction connects to their daily lives. Independent study packets enhance the academic learning process beyond the classroom.

The future of the Atlanta Family Learning Program was not guaranteed after welfare reform passage. To preserve the program, staff proposed to the Department of Family and Children Services (DFACS) that it serve as a work experience site for DFACS clients. In this proposal, staff outlined the program's background and relationship with DFACS, the current configuration of the program, and proposed changes to the program. Although the original proposal did not include a provision for parenting lessons, a meeting between program staff and DFACS resulted in its inclusion.

The proposal also contained other specific guidelines, such as: a) Parents would receive work experience in the early childhood classroom, adult education classroom, and in recruiting and office management. b) Each parent would receive an orientation that specifically states the job requirements. c) Every two weeks after the first month of work experience, each parent is evaluated and provided with feedback which includes a discussion of strengths as well as weaknesses. d) At the end of the six-month training/academic experience, parents receive a certificate of completion and assistance with job placement in conjunction with the job developers at DFACS. Parents who do not fulfill the requirements may request an extension.

# Atlanta Public Schools
# Division of Instructional Services
# Family Learning Program

## Daily Schedule of
## Work Activities for Parents

| | |
|---|---|
| **8:00 - 10:30** | **Work Experience Activity**<br>Early Childhood Classroom<br>Adult Education Classroom<br>Recruitment<br>Office Environment |
| **10:30 - 11:15** | **Work Experience Activity**<br>PACT Time |
| **11:15 - 12:00** | **Work Experience Activity/Lunch**<br>Program Supervision |
| **12:00 - 1:00** | **Work Experience Activity**<br>Early Childhood Classroom<br>Adult Education Classroom |
| **1:00 - 1:30** | **Academic Time**<br>Parenting Classes/<br>Vocational Training |
| **1:30 - 3:00** | **Academic Time**<br>GED/Basic Skills Training |

# Part IV
# The Law

## Summary of the Provisions of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996

***(Includes revisions made by the Balanced Budget Reconciliation Act of 1997)***

**Title I: Block Grants for Temporary Assistance for Needy Families (TANF)**

- **Block Granting AFDC, JOBS, and Emergency Assistance:** The bill block grants AFDC, Emergency Assistance (EA), and JOBS into a single capped entitlement to states. There is a separate block grant specifically for child care.
- **Individual Entitlement:** No individual guarantee, but the state plan must have "objective criteria for delivery of benefits and determining eligibility" and provide an "explanation of how the state will provide opportunities for recipients who have been adversely affected to be heard in an appeal process."
- **Time Limits:** Families who have been on the roll for 60 cumulative months (or less at state option) are ineligible for cash aid. States are permitted to exempt up to 20% of the caseload from the time limit. Exemptions from the time limit are allowed for any month during which the individuals lived in Indian country or any Alaskan Native village if the most reliable data available with respect to the month (or period including the month) indicate that at least 50% of the adult living there were not employed. States are not permitted to use federal block grant funds to provide non-cash benefits (e.g., vouchers) to children that reach the five-year time limit. Title XX monies can be used to provide non-cash assistance to families after the federal time limit. State funds that are used to count toward the maintenance of effort requirements may be used to provide assistance to families beyond the federal time limit.
- **Block Grant Funding:** The total cash assistance block grant is estimated to be $16.3 billion for each year from FY 1996 to FY 2003. Each state will be allotted a fixed amount — based on expenditures for AFDC benefits and administration, Emergency Assistance, and JOBS — equal to the greater of: (1) the average of federal payments for these programs in FYs 1992-94; (2) federal payments in FY 1994; or (3) federal payments in FY 1995. States can carry over unused grant funds to subsequent fiscal years.
- **Work Requirements:** As part of their state plan, states must demonstrate that they require families to work after two years on assistance. However, states define what counts as work, and the law does not specify penalties if a state does not meet this requirement. The law does strictly define work for a state's required work participation rate for all families which is set at 25% in FY 1996, rising to 50% by FY 2002 (states would be penalized for not meeting these rates). The bill provides pro rata reduction in the participation rate for reductions in caseload levels below FY 1995 that are not due to eligibility changes. The rate for two-parent families increases to 90% by FY 1999. Single-parent recipients are required to participate at least 30 hours per week by FY 2000. Single parents with a child under age 6 are deemed to be meeting the work requirements if they work 20 hours per week. This also applies to a non-parent relative if the individual is the only caretaker relative in the family. Two-parent families must work 35

hours per week divided between the two parents. For two-parent families, there is a 55-hour obligation to be divided between the two parents if they receive federally funded child care (and are not disabled or caring for a disabled child). Single parents of children under age 6 who cannot find child care cannot be penalized for failure to meet work requirements. States can exempt from the work requirement single parents with children under age 1 and disregard these individuals in the calculation of participation rates for up to 12 months. Individuals who receive assistance for 2 months and are not working or exempt for the work requirements are required to participate in community service, with the hours and tasks to be determined by the state (states can opt out of this provision).

- **Work Activities:** To count toward the work requirement, individuals are required to participate at least 20 hours per week in unsubsidized or subsidized employment, on-the-job training, work experience, community service, 12 months of vocational training, or providing child care services to individuals who are participating in community service. Up to six weeks of job search (no more than four consecutive weeks) count toward the requirement. States that meet the contingency fund definition of "needy state" may count 12 weeks of job search toward participation rates. Teen attendance (under age 20) in secondary school also counts toward the work requirement. No more than 30% of those required to participate can count toward the work requirement because they are participating in vocational training. Teen parents do not count towards this 30% in FY '97, '98, and '99. However, for FY 2000 the 30% cap will apply to the combination of individuals' participation in vocational educational training and parents under age 20 who are engaged in school completion or in education directly related to employment. Individuals who had been sanctioned (for not more than three of 12 months) will not be included in denominator of the rate.

- **Supplemental Funds:** To help states in times of economic downturn, the bill establishes a $2 billion contingency fund to distribute among states that meet qualifying conditions and that have maintained 100% of FY 94 expenditures for AFDC, JOBS, and Emergency Assistance. State spending (by eligible states) on cash assistance and work programs above the FY 1994 levels (not including child care) are matched at the Medicaid rate to draw down contingency fund dollars. States can meet one of two triggers to be considered a "needy state" and access the contingency fund: 1) an unemployment rate for a three-month period that was at least 6.5% and 110% of the rate for the corresponding period in either of the two preceding calendar years; or 2) a trigger based on food stamps. Under the second trigger, a state is eligible for the contingency fund if its food stamp caseload increased by 10% over the FY 1994-1995 level (adjusted for the impact of the bill's immigrant and food stamp provisions on the food stamp caseload). Payments from the fund for any fiscal year are limited to 20% of the state's base grant for that year. A state can draw down more than 1/12 of its maximum annual contingency fund amount in a given month. A state's federal match rate (for drawing down contingency funds) is reduced if it receives funds for fewer than 12 months in any year. The bill also includes: 1) an $800 million grant fund for states with exceptionally high population growth, benefits lower than 35% of the national average, or above average growth and below average AFDC benefits (no state match) and; 2) a $1.7 billion loan fund.

- **Basic TANF Maintenance of Effort (MOE) Requirement:** Each state is required to maintain 80% of FY 1994 state spending on AFDC, JOBS, Emergency Assistance, and the IV-A Child Care programs (AFDC child care, Transitional Child Care, and At-Risk Child Care). For states that meet the work participation requirements, the MOE provision is reduced to 75%.

- **Transfers:** A state is permitted to transfer up to 30% of the cash assistance block grant to the child care block grant and/or the Title XX block grant. No more than one-third of transferred amounts can be to Title XX, and all funds transferred must be spent on children and their families whose income is less than 200% of the poverty line.

- **Penalties:** The penalties that must be imposed on states include the following: 1) for failure to meet the work participation rate, a penalty of 5% of the state's block grant in the first year increasing by 2 percentage points per year for each consecutive failure (with a cap of 21%); 2) for failure to reduce assistance for TANF recipients who refuse to work, a 1% to 5% reduction in the TANF grant based upon the severity of the violation. The penalties that can be imposed on states include the following: 3) a 4% reduction for failure to submit required reports; 4) up to a 2% reduction for failure to participate in the Income and Eligibility Verification System; 5) for the misuse of funds, the amount of funds misused (if the Secretary of HHS were able to prove that the misuse was intentional, an additional penalty equal to 5% of the block grant would be imposed); 6) up to a 5% penalty for failure, by the agency administering the cash assistance program, to impose penalties requested by the child support enforcement agency; 7) escalating penalties of 1% to 5% of block grant payments for poor performance with respect to child support enforcement; 8) a 5% penalty for failing to comply with the five-year limit on assistance; and 9) a 5% penalty for failing to maintain assistance to a parent who cannot obtain child care for a child under age 6. States that are penalized must expend additional state funds to replace federal grant penalty reductions.

- **Personal Responsibility Agreement:** States are required to make an initial assessment of recipients' skills. At state option, Personal Responsibility Plans can be developed.

- **Teen Parent Provisions:** Unmarried minor parents are required to live with an adult or in an adult-supervised setting and to participate in educational and training activities in order to receive assistance. States are responsible for locating or assisting in locating adult-supervised settings for teens, but there are no additional funds for "second chance homes."

- **Teen Pregnancy:** The Secretary of HHS will establish and implement a strategy to: 1) prevent non-marital teen births; and 2) assure that at least 25% of communities have teen pregnancy prevention programs. The Department will report to Congress annually in respect to the progress in these areas. By January 1, 1997, the U.S. Attorney General had established and implemented a program to study the linkage between statutory rape and teen pregnancy and which will educate law enforcement officials on the prevention and prosecution of statutory rape.

- **Performance Bonus to Reward Work:** The Secretary of HHS, in consultation with the National Governor's Association (NGA) and the American Public Welfare Association (APWA), is required to develop a formula measuring state performance relative to block grant goals. States will receive a bonus based on their score on the measure(s) in the previous year, but the bonus cannot exceed 5% of the family assistance grant. $200 million per year will be available for performance bonuses (in addition to the block grant), for a total of $1 billion between FYs 1999 and 2003.

- **Family Cap:** No provision. States implicitly have complete flexibility to set family cap policy.

- **Illegitimacy Ratio:** The bill establishes a bonus for states that demonstrate that the number of out-of-wedlock births that occurred in the state in the most recent two-year period decreased compared to the number of such births in the previous period (without an increase in abortions). The top five states

receive a bonus of up to $20 million each. If fewer than five states qualify, the grant will be up to $25 million each. Bonuses are authorized in FYs 1999-2002.

- **Persons Convicted of Drug-Related Crimes:** Individuals who are convicted of drug-related felonies for conduct occurring after August 22, 1996 are prohibited for life from receiving benefits under TANF and food stamps programs. Pregnant women and individuals participating satisfactorily in drug treatment programs are exempted. States may modify or opt out of this provision.
- **Application of Fair Labor Standards Act (FLSA):** The act does not address the application of the Fair Labor Standards Act to the TANF work requirements. The Department of Labor (DOL) issued a guidance that TANF recipients engaged in community service or work experience activities are subject to the FLSA. FLSA requires the minimum wage to be paid for hours of work performed. The DOL said that states may combine the amount of TANF and food stamp benefits that a client receives in calculating the minimum wage.
- **Immigrants:** The law restricts eligibility to federally means-tested programs for persons who entered the United States after August 22, 1996. Persons who entered the United States after that date remain ineligible for most federal means-tested benefit programs during their first five years of residence in the United States, and until obtaining U.S. citizenship for certain programs, such as SSI and food stamps. Legal aliens that are currently receiving SSI benefits will not have their benefits or guaranteed Medicaid eligibility terminated. Also, qualified legal aliens who resided in the United States as of August 22, 1996 and subsequently become disabled are eligible for SSI Disability benefits.

## Summary of Tribal Provisions

NCFL has provided training and technical services to the Family and Child Education (FACE) program for seven years in partnership with the Bureau of Indian Affairs. FACE provides comprehensive family literacy programming to approximately 1,300 American Indian families every year. The 22 FACE sites are located at American Indian schools in Arizona, Kansas, Michigan, Minnesota, Mississippi, New Mexico, South Dakota, Washington, and Wisconsin.

Administration and delivery of welfare services to American Indian tribes has been significantly altered by welfare reform. PRWORA allows American Indian tribal governments to receive direct federal funding to administer social welfare programs, consistent with the policy of Indian Self-Determination and the government-to-government relationship between the federal and tribal governments.

PRWORA has several tribal specific provisions that FACE programs should be aware of as they deal with welfare reform.

- The act authorizes tribes to apply to DHHS to receive funds and administer the TANF Block Grant.
- Tribal child care monies doubled from the FY 1995 level of $28 million to a FY 1997 level of $59 million, with a slight increase annually through FY 2002.
- The act requires that the state annually certifies that it is providing equitable access to the state TANF program to American Indian people whose tribe is not administering the TANF program.
- Families are eligible to receive limited lifetime benefits. Tribes are allowed to exempt up to 20% of the caseload from this time limit. Exemptions from the time limits also are allowed for any month during

which the individuals lived in Indian country if the most reliable data available with respect to the month (or period including the month) indicated that at least 50% of the adults living there were not employed.

- Work requirements are not treated differently in the tribal TANF provisions.

The Division of Tribal Services (DTS) in the U.S. Department of Health and Human Services (DHHS) was formally established on February 26, 1997. DTS is responsible for assisting in the implementation and coordination of ongoing consultation with tribal governments, and, where appropriate, state and federal agencies regarding issues relating to the PRWORA and related legislation. It is also responsible for the development of regulations and guidelines and for providing leadership, policy direction, technical assistance and coordination of tribal services programs.

DTS performs intra- and interagency liaison functions in all areas such as Child Support Enforcement, Child Care, Child Welfare, Foster Care, Low Income Energy Assistance, and Family Violence to promote family stability, economic security, responsibility, and self-support for Native Americans. It is responsible for conducting program reviews to ensure compliance with the act, regulations, and policy directives. It is responsible for activities related to tribal data collection and reporting requirements relating to the programs. More information on DTS can be obtained by calling (202) 401-2418 or by visiting its web site (www.acf.DHHS.gov/programs/dts).

For more information on welfare-to-work as it relates to Indian and Native American programs, contact the Department of Labor Division of Indian and Native American Programs at (202) 219-8502 or visit their web site (www.wdsc.org/dinap).

# Part V

# Welfare Reform Resources

The following is by no means an exhaustive list of the organizations or agencies that supply information on welfare reform. They are, however, the organizations and agencies that NCFL has used most often to gather information about welfare reform.

**The Center for Law and Social Policy (CLASP)**
1616 P Street, NW, Suite 150
Washington, DC 20036
(202) 328-5140
*web site: www.clasp.org*

CLASP is a national public policy research firm with expertise in both law and policy affecting the poor. Through education, policy research and advocacy, CLASP seeks to improve the economic conditions of low-income families with children and secure access for the poor to our civil justice system. CLASP has particular expertise in welfare reform and workforce development, including the areas of adult education, job training, subsidized employment, child care, and teen parents.

**Welfare Information Network (WIN)**
1000 Vermont Avenue, NW, Suite 600
Washington, DC 20005
(202) 628-5790
*web site: www.welfareinfo.org*
WIN is a foundation funded project to help states and communities obtain the information, policy analysis, and technical assistance they need to develop and implement welfare reforms that will reduce dependency and promote the well-being of children and families. WIN has an extensive database containing information on organizations, individual experts, publications, state and local initiatives, technical assistance service offerings, and web sites. The clearinghouse includes sources of welfare-related information and policy analysis, "best practices," research and evaluation findings, and providers of technical assistance and training.

**American Public Welfare Association (APWA)**
810 First Street, NE, Suite 500
Washington, DC 20002-4267
(202) 682-0100
*web site: www.apwa.org*

APWA is a nonprofit, bipartisan organization of individuals and agencies concerned with human services. APWA educates members of Congress, the media, and the broader public on what is happening in the states around welfare, child welfare, health care reform, and other issues involving families and the elderly.

**Institute for Women's Policy Research (IWPR)**
1400 20th Street, NW, Suite 104
Washington, DC 20036
(202) 785-5100
*web site: www.iwpr.org*

IWPR's Welfare Reform Research Coordination Project facilitates information-sharing among researchers, policy makers, and advocates, and provides the technical assistance and forums necessary for the development of high quality, policy-relevant research. IWPR also provides the Welfare Monitoring Listserv. You can subscribe to this listserv by sending the message "SUBSCRIBE WELFAREM-L Full Name" to the listserv address: listserv@american.edu. (Omit quotation marks from the message.)

**Center on Budget and Policy Priorities (CBPP)**
820 First Street, NE, Suite 510
Washington, DC 20002
(202) 408-1080
*web site: www.cbpp.org*

CBPP is a nonpartisan research organization and policy institute that conducts research and analysis on a range of government policies and programs, with an emphasis on those affecting low- and moderate-income people.

**Welfare Policy Center (WPC)**
Hudson Institute
5395 Emerson Way
Indianapolis, IN 46226
(317) 549-4164
*web site: www.hudson.org/wpc*

WPC conducts research and provides technical assistance on welfare reform. It is a resource for policy makers, program administrators, the press, and many others who want to know what can be learned from cutting-edge welfare reforms, and what it takes to make reforms effective.

**The Research Forum on Children, Families and the New Federalism**
(Hosted by the National Center for Children in Poverty)
NCCP
154 Haven Avenue
New York, NY 10032
(212) 304-7150
*web site: www.researchforum.org/html/forum.html*

The Research Forum on Children, Families and the New Federalism was created to facilitate the development of high quality, policy relevant research about the effects of the new federalism on poor and vulnerable populations. The Forum also maintains a database of welfare reform research projects.

**The Urban Institute (Assessing the New Federalism project)**
2100 M Street NW
Washington, DC 20037
(202) 857-8709
*web site: www.urban.org*

"Assessing the New Federalism" is a multi-year Urban Institute research project to analyze the devolution of responsibility for social programs from the federal government to the states, focusing primarily on health care, income security, job training, and social services.

**Children's Defense Fund (CDF)**
25 E Street NW
Washington, DC 20001
(202) 628-8787
*web site: www.childrensdefense.org*

CDF exists to provide a strong and effective voice for all the children of America, who cannot vote, lobby, or speak for themselves. CDF is a source for many welfare reform related publications.

**National Association Private Industry Councils (NAPIC)**
1201 New York Ave., NW, Suite 350
Washington, DC 20005
(202)289-2950
*web site: www.work-web.com/napic*
NAPIC represents the interests of the nation's private indistry councils (PICs), local public-private partnerships charged, under the federal Job Training Partnership Act (JTPA), with planning and overseeing education, job training, and employment programs for low-income youth and adults as well as dislocated workers. The web site includes a listing of PICs and workforce boards in each state.

**U.S. Department of Health and Human Services (DHHS)**
**Administration for Children and Families (ACF)**
370 L'Enfant Promenade, SW
Washington, DC 20447
(202)401-9215
*web site: www.acf.dhhs.gov*

The U.S. Department for Health and Human Services' Administration for Children and Families offers a wealth of information on welfare reform. It maintains a web site that is dedicated to welfare reform (www.acf.dhhs.gov/news/welfare/).

**U.S. Department of Labor (DOL)**
Employment and Training Administration (ETA)
200 Constitution Avenue, NW
Washington, DC 20210
(202) 219-6050
*web site: www.doleta.gov; welfare-to-work web site: wtw.doleta.gov*

The U.S. Department of Labor's Employment and Training Administration is a good source for information related to job training programs and welfare reform. They are also the source for all the information on the Welfare-to-Work grants (see web site noted above).

# NCFL Resources

**Action for Advocates of Family Literacy**
A how-to booklet on advocacy that is especially helpful in drawing federal attention to family literacy programs, but which is useful for advocacy on any level.

**Family-to-Work Round Table: Proceedings**
Proceedings of the July 19, 1997 round table, held in Louisville, Kentucky, on welfare reform and its effect on family literacy.

**Family-to-Work Audioconference**
Summary of the December 19, 1997 discussion among family literacy and state-level welfare reform stakeholders.

**Focus on Work Workshop**
Focus on Work is a three-day workshop designed to help participants understand their state's welfare law and its implication for family literacy programs. Participants explore ways to adapt their curriculum and program design to better meet the needs of families transitioning from welfare to work, as well as program adaptations necessary to best serve newly working families. They also generate ideas for lessons that help students and staff adapt to new welfare requirements for work.

**Workshop Customization.** The Focus on Work workshop can be presented as a two-day workshop that has all of the contents of the three-day with less attention to evaluation, curriculum and instruction, or as a one-day workshop that focuses either on curriculum development or program design. In a one-half day session, participants can receive an understanding of their state's welfare law and some next steps for program design and curriculum development.

# Welfare Advisory Panel to the Family Independence Initiative

**Stephen Lakis**
President
State Legislative Leaders Foundation

**Robert Silvanik**
Director of Program, Policy and Membership Services
The Council of State Governments

**Robert Ivry/ Barbara Goldman**
Senior Vice President/ Vice President of Research
Manpower Demonstration Research Corporation

**Jon Weintraub**
Director of Policy Analysis
Office of Vocational and Adult Education
US Department of Education

**Lina Frescas Dobbs**
Executive Director
Wider Opportunities for Women

**Linda Stewart**
Secretary
Wisconsin Department of Workforce Development

**Ladonna Pavetti**
Mathematica Policy Research, Inc.

**Dennis Lieberman**
Acting Director of Welfare to Work Task Force
US Department of Labor

**Toby Herr**
Project Match-Erikson Institute

**Sharon Lynn Kagan**
Senior Associate
Bush Center for Child Development
Yale University

**Ron Haskins**
Subcommittee on Human Resources
Committee on Ways and Means
US House of Representatives

**Rodney Carroll**
Welfare to Work Partnership

The National Center for Family Literacy is a nonprofit organization founded in 1989. We are the leader of and a resource for family literacy nationwide. We are the corporate embodiment of a concept to bring parents and children to school together, providing hope, self-sufficiency and a brighter future for both generations. This vision underlies all of our work as we promote policies at the national and state levels to support family literacy; design, develop and demonstrate new family literacy practices for replication; deliver high quality, dynamic, research-based training, staff development and technical assistance; and conduct research to expand the knowledge base of family literacy.

**National Center for Family Literacy**
325 W. Main St., Suite 200
Louisville, KY 40202-4251
(502) 584-1133
(502) 584-0172 fax
ncfl@famlit.org
http://www.famlit.org